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PUBLIC BUILDINGS AUTHORIZATIONS ACT OF 1985

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Mr. STAFFORD, from the Committee on Environment and Public Works, submitted the following

REPORT

[To accompany S. 1030]

The Committee on Environment and Public Works to which was referred the bill S. 1030 to authorize appropriations for the Public Buildings Service of the General Services Administration for fiscal year 1986, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

GENERAL STATEMENT

S. 1030 represents the Committee's sixth annual authorization of the program and budget of the General Services Administration's Public Buildings service.

Reform of the process by which the public buildings program and its constituent projects are authorized has been a Committee priority since 1979. Legislation reports by the Committee during the 96th, 97th and 98th Congresses, (S. 2080, S. 533, S. 452) to redefine authorization procedures and to provide the program with better articulated goals and policies, passed the Senate with strong support. In moving away from the previous practice of intermittent consideration of individual public building project prospectuses toward annual authorizing legislation, the Committee has supplied the framework needed for comprehensive program oversight. A project to construct a new Federal building, or to renovate an existing one, can be given meaningful evaluation only through comparison with other projects competing for the same limited resources.

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COMMUNITY PLANS

GSA has recognized the need for greater discipline in the presentation and consideration of its building program. Shortly after submission of the President's budget to the Congress, GSA conveyed to the Committee its "FY 1986 Capital Improvement and Leasing Program." An essential feature of this document is the shift of focus away from prospectuses representing individual new construction, repair and alteration, and leasing proposal to a community planning perspective which would situate individual projects in a community context. Prospectuses are intended to address the needs of GSA's client agencies in each of the major planning communities and to reflect not only the overall Federal requirement but also opportunities available in that community.

In the past, the Committee has criticized the lack of a meaningful planning process through which the priorities of the public buildings program could be organized and given rational justification. Although GSA's community planning approach does not resolve all of the Committee's concerns, it imparts some coherence to the program and can be viewed as a positive step. The Committee encourages continued progress along these lines in the years to come.

Still missing is a framework to justify the final selection of projects for a program which is national in scope and therefore must weigh the relative resource claims of different communities; project priorities must be established on a national basis and not merely within the context of individual communities and their requirements.

At a minimum, three criteria are essential in selection projects to be included in any annual buildings program, given the aggregate level of resources available:

(1) The relative need for the space to be constructed, leased or altered and the economic or other justifications for the particular mode of acquisition selected.

(2) Assurance that the need for the space will continue at least until the lease has expired, the construction project is fully depreciated or the alteration is fully amortized.

(3) When measured against other potential projects, that the project is a national priority either on economic or other grounds. On economic grounds, for example, cities with the most expensive leasing markets would be considered for new construction.

LACK OF PUBLIC BUILDINGS POLICIES

Recent disclosure of policy misstatements or reversals in GSA are all too reminiscent of those the Committee has endured in the past. For years, the Committee has urged a coherent public buildings policy. To have less damages confidence in the organization.

GSA lacks clear policy direction and execution of defined programs. Policies that do exist are often in a state of continual change or disarray. Some "policies" are admittedly ad hoc and tailored to an immediate situation. A policy that is deliberately "loose" so that it will be "flex ble" is—in the view of the Commit-

tee—no policy at all. That a policy is a "matter of convenience" is appalling.

Policies must now be developed, logically defined, clearly enunciated, adopted and implemented. To protect their integrity, safeguards must be provided to assure that the chosen policies and programs are then carried out and firmly adhered to. The Committee is hopeful in view of the new management at the helm of the Public Buildings Service and will lend its support to such endeavors.

To quote a report of 1978:

> In the long run, only a coherent policy, clearly defined programs, and firm execution of those decisions backed by consistent authority, will fill the vacuum which otherwise attracts confusion and influence, if not exorbitant waste, favoritism and scandal.

DELEGATIONS TO CLIENT AGENCIES

Executive Order 12512 directs GSA to delegate to its client agencies the operational responsibility for the buildings they occupy where feasible and economical. The diffuse language of this directive confers on GSA the responsibility of establishing unambiguous policy guidelines to ensure that operational authorities are delegated appropriately and exercised successfully. As pilot demonstrations have shown in headquarters buildings in Washington, such delegations can lead to an improvement in operations and client agency satisfaction at lower costs. The Committee does not discourage this endeavor but urges GSA to carefully enunciate guidelines, criteria, and rules and regulations covering the authorities it delegates to avoid confusion or mistakes that could undermine the program.

At present serious questions about the program remain unanswered. Should the cost of operations be included in client agency's budgets? If so, will the Executive and the Congress lose oversight as these costs become dispersed and buried in the budgets of the agencies receiving a delegation of authority from GSA. In the aggregate such delegated costs loom large, even though they may appear to be miniscule relative to each individual agency's program accounts. Viewed as merely "housekeeping" Congressional committees might tend to ignore such costs, concentrating on other programs of their particular interest and jurisdiction. On the other hand, should all building operations costs continue to be a part of GSA's budget and agencies reimbursed for expenses resulting from delegated authorities through reductions in the Standard Level Use Charges they would otherwise pay GSA? If so, what reins would be placed on client agencies to hold down costs that are not a part of their budgets? These and other questions should be resolved prior to implementation of this program.

LOCATIONAL POLICY

The Committee has learned that the GSA has developed—or is in the process of developing—a new locational policy. Any policy on the location of Federal buildings would be a matter of particular interest to the Senate Committee on Environment and Public

Works, including questions as to past policy, and how GSA proposes to make decisions with respect to location of Federal buildings owned and leased for office space?

The Committee expects to be fully and currently informed by GSA on all aspects of the development and implementation of the new locational policy.

CONSOLIDATION OF NUCLEAR REGULATORY COMMISSION

In addition to its responsibility for the Public Buildings Service of the General Services Administration, the Committee on Environment and Public Works also has jurisdiction over the Nuclear Regulatory Commission (NRC).

Since the NRC was created ten years ago, it has operated from a number of locations in the metropolitan Washington area. At the present time, the NRC occupies eleven buildings in downtown Washington and the Maryland suburbs. This has made difficult the development of an institutional identity and has impaired efficient operations.

In 1977, the Committee asked GSA to investigate the feasibility and need of consolidating the Nuclear Regulatory Commission in the Washington, D.C., metropolitan area. The subsequent GSA survey report recommended a lease-construction project on a site in the District of Columbia. However, significant opposition to the GSA plan arose, and following a Committee hearing, GSA submitted a new prospectus for 750,000 square feet at an estimated annual rental cost of $15,375,000, or a total obligation to the government of $307.5 million for a twenty-year lease. In contrast, the same report estimated that direct Federal construction would cost the government $113.8 million. The Committee authorized direct Federal construction of a building in Silver Spring, Maryland, on May 8, 1980, and the House later authorized the project.

This action to authorize direct Federal construction was consistent with Committee policies that (1) headquarters buildings of major agencies, (2) elaborate computer systems or communications equipment, and (3) activities requiring a high degree of security, be supplied in government-owned space. In addition, for a number of years, the Committee has opposed lease-construction projects as the most expensive means available to GSA to provide agency office space which renders nothing in return to the government except non-permanent use of space, rent receipts, and a rich potential for waste, fraud and favoritism. It has been five years since the Committee authorized $113.8 million for a NRC headquarters building—time enough to have built that headquarters. For a variety of reasons, the effort to provide consolidated, government-owned space for the NRC has not been successful.

Among the individual lease prospectuses the GSA intends to fund, under the aggregate sum of $866 million authorized by this bill, is one prospectus for consolidation of the NRC in leased space in upper northwest Washington or the nearby Maryland suburbs. The expected annual rental cost is almost $14 million, and the life cycle cost of leasing results in a $22 million cost disadvantage when compared to Federal construction. What the prospectus proposes, however, is consistent with current government policy of improving

office space utilization rates (from 204 square feet per person to 135 square feet per person). This consolidation plan was developed jointly by the NRC and GSA and has the endorsement of the Office of Management and Budget.

The Committee continues to believe that government agencies should be housed in government-owned buildings to the maximum extent possible. It recognizes, however, that improvements in NRC operations will result from consolidation. Authority to enter into a lease consolidation does not constitute Committee approval of so-called "lease-construction" contract with a private developer.

Leasing should be viewed only as an interim solution to space needs for the Nuclear Regulatory Commission. The Committee urges GSA to explore other alternatives, such buildings purchase or future Federal construction, to avoid the financial burden of long-term leasing. GSA should recommend a permanent, government-owned alternative plan for the NRC as soon as possible and practicable.

Key Provisions

S. 1030 allocates the $2,397,924,000 authorized for the aggregate requirements of the Public Buildings Service among the seven basic program activities as follows:

1. $243,419,000 for the construction of facilities;
2. $264,096,000 for repairs and alterations;
3. $124,150,000 for design and construction services;
4. $866,000,000 for the rental of space;
5. $709,678,000 for real property operations;
6. $55,481,000 for program direction; and
7. $135,100,000 for purchase contract payments.

NEW CONSTRUCTION

One of the most important goals of the public buildings program is to decrease the reliance of the Federal Government on leasing, which often is the most expensive means to obtain space to house agency functions. The Committee has forcefully articulated this goal over the past five years and more recently GSA has followed suit. Construction of new Federal buildings and other needed facilities is one of four approaches employed by GSA to increase the amount of government-owned space and reduce the amount of leased space in its inventory. Other approaches include the acquisition of commercially constructed buildings through the opportunity purchase program, the reclamation of vacant space in older government-owned buildings through suitable repairs and alternations, and the reduction of total space needs in leased and government-owned through improved space utilization rates per Federal employee.

New construction is often the most appropriate means for acquiring government-owned space of a specialized nature. Facilities for the U.S. Courts, laboratories, specialized document storage, and border stations cannot be readily nor ecomonically acquired through leasing. Indeed, the Committee has long advocated the policy of locating these and other types of specialized facilities in

government-owned space. Where usable vacant space in an existing Federal building is unavailable, new construction is required.

S. 1030 authorizes for construction five projects which may be readily justified in terms of the elimination of leased space, the provision of specialized facilities, or both. Only direct construction costs for these projects are funded under the new construction budget category. Design costs and construction management and inspection costs are funded separately through the design and construction services budget activity. The five new construction projects are as follows:

Los Angeles, CA, Federal Building-Courthouse, $137,198,000

This proposed 560,000 square foot Federal Building-Courthouse with a 1,200-space parking garage provides space to meet U.S. Courts expansion requirements and to house Federal agencies currently located in leased buildings. It is to be constructed on a Government-owned site behind an existing Federal Building in downtown Los Angeles.

Eastport, ID, Border Station, $2,147,000

Site and construction funds are to be used for the acquisition of additional acreage, demolition of the existing inadequate border station, and construction of an 11,584 square foot facility to replace it.

Overland, MO, Extensions, $48,932,000

Extensions to Building 100 and to Building 201 at the National Personnel Records Center are to be constructed, providing an additional 256,000 square feet and 59,000 square feet respectively.

Newark, NJ, Federal Building-Courthouse, $44,975,000

The proposed building, to be constructed in downtown Newark, will provide 254,000 square feet of office and court space.

Seattle, WA, Laboratory, $9,767,000

On site to be acquired for the Seattle District Office of the Food and Drug Administration, a 36,000 square foot office and laboratory building is to be constructed.

REPAIRS AND ALTERATIONS

GSA employs six categories—basic repairs, health and safety, vacant space alterations, projects for the U.S. Courts, special program needs, and historic preservation—to catalogue the separate line-item projects which comprise its repair and alteration program.

Basic repairs projects include work to prevent building deterioration, provide for continued use of facilities, and preserve asset value. Health and safety projects include the installation of fire safety equipment and asbestos abatement work. Vacant space alterations permit GSA to move Federal agencies out of leased space into government-owned space, frequently by renovating space vacated by the U.S. Postal Service in older Post Office-Courthouse buildings. U.S. Courts projects provide additional courtrooms and

other facilities to meet the expanding requirements of the judiciary. Historic preservation provides renovation projects in historically signficant buildings. Special program needs projects are those having unique characteristics and therefore cannot be categorized using the other rubrics.

By examining the proposed distribution of projects among the six categories, a clear indication emerges of GSA's program priorities. For fiscal year 1986, resources are to be concentrated in the first three categories with basic repair projects receiving collectively more resources than health and safety projects and vacant space alterations combined. GSA's line-item repair and alteration projects arranged by primary category of work to be performed are as follows:

Category/project	*Amount*
Basic repairs:	
Hawthorne, CA; Federal Building	$2,383,000
Denver, CO; Federal Building-Customshouse	8,540,000
Louisville, KY; Post-Office-Courthouse	5,518,000
Kansas City, MO; Fed. Building, 1500 E. Bannister	6,569,000
Fort Worth, TX; Warehouse 1	1,986,000
Washington, DC; GAO Building	16,200,000
Washington, DC; ICC-Customs	2,262,000
Washington, DC; Steam Distribution System	13,796,000
Subtotal, basic repairs	57,254,000
Health and safety:	
Chicago, IL; Kluczynski Federal Building	4,152,000
Detroit, MI; McNamara Federal Building	7,600,000
Cleveland, OH; Celebrezze Federal Building	6,507,000
Dallas, TX; Cabell Federal Bldg.-Courthouse	3,943,000
Subtotal, health and safety	22,202,000
Vacant space alterations:	
Peoria, IL; Federal Bldg.-Courthouse	1,041,000
Fort Wayne, IN; Post Office-Courthouse	5,275,000
Wichita, KS; Courthouse	4,840,000
Lafayette, LA; Federal Bldg.-Courthouse	2,083,000
Manchester, NH; Post Office-Courthouse	1,988,000
Utica, NY; Federal Bldg.-Courthouse	1,764,000
Oklahoma City, OK; Post Office-Courthouse	2,416,000
Scranton, PA; Post Office-Courthouse	3,863,000
San Antonio, TX; Post Office-Courthouse	6,078,000
Richmond, VA: Federal Building	1,125,000
Subtotal, vacant space alterations	30,473,000
Courts;	
Los Angeles, CA; Courthouse	2,570,000
Hato Rey, PR; Federal Building-Courthouse	1,683,000
Subtotal, courts	4,253,000
Special programs: Dallas, TX; Terminal Annex	4,600,000
Historic preservation: Washington, DC; Pension Building	16,700,000

DESIGN AND CONSTRUCTION SERVICES

Beginning with fiscal year 1985, GSA has treated as a separate budget activity funds required for the design and the management/inspection phases of both new construction and repair and alteration projects. S. 1030 authorizes $124,150,000 for design and construction services for fiscal year 1986. This amount consists largely

of $17,899,000 for new construction and repair and alteration projects approved in prior years; $26,549,000 for new construction projects whose design will commence during fiscal year 1986; $8,980,000 for repair and alteration projects scheduled for construction during fiscal year 1988; $29,497,000 for repair and alteration projects scheduled for design during fiscal year 1986; and $28,737,000 for non-line-item repair and alteration projects.

The Committee has added funds to design a new federal building construction project in the San Francisco area in the amount of $5 million. San Francisco is the highest rental-cost market in the United States. New leases approach $40 to $45 per square foot. Across the Bay in the city of Oakland, leasing costs approach $35 per square foot. To aggravate the cost problem, 41 percent of the space to house the Federal workforce in the San Francisco and 66 percent of the space to house the Federal workforce in Oakland is in leased buildings. Avoidance of a portion of the leasing expenses incurred in the Bay area by constructing a new Federal building would be highly cost-effective.

A significant feature of the separate funding of design and construction services is the latitude it provides GSA to design future year repair and alteration projects prior to requesting construction funds. GSA believes that split funding for its repair and alteration program, and the two-stage authorization procedure it entails, will save both time and money by allowing the agency to award the architect-engineer contracts at an earlier point in the overall design and construction process.

Under the two-stage authorization procedure, the Congress first receives preliminary information descriptive of projects proposed for design. Only when construction funding for projects is requested will GSA submit complete prospectus information on each such project. GSA claims that prospectuses prepared subsequent to project design will contain more accurate information regarding the nature of the projects and better cost estimates.

The Committee has yet to see evidence of the claims virtues of GSA's request for separate authorization of the design and construction phases of its line-item repair and alteration projects. However, S. 1030 authorizes the design during fiscal year 1986 of 34 such projects, providing GSA with ample opportunity to demonstrate the advantages of its proposed approach. The estimated construction costs to be authorized in future years for these projects approaches $350 million.

The repair and alteration projects for design included in S. 1030 can be placed into four categories: (1) basic repairs, (2) health and safety, (3) vacant space alterations, and (4) needs of the U.S. Courts. Except for repairs to The Customhouse in Chicago, all projects listed under health and safety include asbestos abatement work. Future years projects authorized for design are as follows:

Basic repairs:

Birmingham, Alabama, Federal Building, Courthouse.
Washington, D.C. New Post Office.
Washington, D.C., State Department.
Chicago, Illinois, Railroad Retirement Building.
East St. Louis, Illinois, Post Office, Courthouse.

Brooklyn, New York, Federal Building Number 2.
New York, New York, Foley Square Courthouse.
Philadelphia, Pennsylvania, Federal Building, Post Office.
Dallas, Texas, Federal Building.
Arlington, Virginia, Federal Building Number 2.
Arlington, Virginia, Pentagon.
Milwaukee, Wisconsin, Federal Building, Courthouse.

Health and Safety

Juneau, Alaska, Post Office, Courthouse.
Los Angeles, California, Federal Building.
San Francisco, California, Federal Building, Courthouse.
Denver, Colorado, Federal Building, Courthouse.
Denver, Colorado, Federal Center.
Bridgeport, Connecticut, Courthouse, Federal Office Building.
Jacksonville, Florida, Federal Building.
Miami, Florida, Federal Building.
Chicago, Illinois, Customhouse.
Boston, Massachusetts, Kennedy Federal Building.
Newark, New Jersey, Rodino Federal Building.
Brooklyn, New York, Cellar Federal Building.
Buffalo, New York, Federal Building
New York, New York, Javits Federal Building.
Raleigh, North Carolina, Federal Building, Courthouse.
Charleston, South Carolina, Rivers Federal Building.

Vacant space alterations:

Trenton, New Jersey, Post Office, Courthouse.
New York, New York, 201 Varick Street, Federal Building.
Spokane, Washington, Federal Building, Post Office.

Courts:

Phoenix, Arizona, Federal Building, Courthouse.
Pasadena, California, Federal Building, Courthouse.
San Diego, California, Federal Building, Courthouse.

LEASING

In recent years the Committee has expressed concern about the increasing reliance on leasing as a means of meeting space needs. For example, 20 years ago 82 percent of Federal employees were housed in Government-owned space. Now that figure is slightly in excess of 51 percent. As increasing space requirements for the Federal work force were submitted to GSA, leasing was the method of first resort to meet the demand. The consequences of this approach have been the possession of rental receipts in lieu of tangible Federal assests and the burden of a bloated leasing budget which approaches $1 billion per year.

Over the last few years, GSA has undertaken several programs to decrease its dependence on the leasing market. Some limited success can be attributed to this initiative, but more momentum is required to reverse the existing trend. Of the four GSA programs which can increase—directly or indirectly—the amount of space under government ownership, only one potentially requires a rela-

tively short lead time to deliver space comparable to that of leasing. The so-called "opportunity purchase" program allows GSA to acquire high-quality commercial office buildings, either already leased by GSA or quickly readied for Federal occupancy. Slightly more than $108 million in existing funds remains available for this purpose.

Other programs designed to reduce the size of the leasing inventory have longer lead times associated with their implementation. GSA's management initiative to reduce the average office space allotment per Federal employee to 135 square feet has met with slow and limited success. Improvements in space utilization are meaningful only when blocs of leased space can be removed from the inventory or when additional space made available in government-owned buildings can be filled with Federal employees from leased buildings and the leases are cancelled. Better space utilization which yields unproductive parcels of vacant space in either leased or government-owned buildings does little to further the objectives of the program.

New construction, especially in high cost leasing markets, and conversion of vacant government-owned space, often acquired from the U.S. Postal Service, to needed office space can both contribute effectively to a decreased reliance on leasing. Both methods, however, require a significant amount of time between project conception and project completion.

GSA has requested and this legislation authorizes $866 million for the aggregate leasing budget for fiscal year 1986. This amount exceeds GSA's fiscal year 1985 request by only $1 million and assumes a 5.8 percent decrease in the leased space inventory at the end of fiscal year 1986. Although the projected increase in the size of the leasing budget is modest and suggests the institution of controls over runaway leasing costs, GSA notes that its proposed leasing budget depends on success in two areas: (1) reduction of the space needs of tenant agencies in leased buildings and (2) the acquisition through the opportunity purchase program of some buildings currently leased by GSA and the reclassification of those buildings as government-owned.

OTHER PROGRAM ACTIVITIES

Real property operations, program direction, and purchase contract payments are the three remaining program activities authorized by this legislation.

S. 1030 includes $709,678,000 for real property operations. This is the amount GSA requested and appears to represent an increase of 2 percent over the fiscal year 1985 funding level. However, $44,560,000 of the authorized amount along with 1,259 staff work years have been transferred by GSA from the program direction activity under which they had been budgeted in the past. GSA claims that this change provides for consistent treatment of program staff and operational field personnel engaged in the same categories of work. Comparing the fiscal year 1986 program for real property operations (excluding the transferred obligational authority from program direction) with the authorized program for fiscal year 1985 shows a 4.5 percent decrease in the size of the program.

Program direction provides for the overall general management and administration of the Public Buildings Service. S. 1030 authorizes $55,481,000 for this purpose, a 53 percent decrease from the fiscal year 1985 program level. This decrease largely results from the aforementioned transfer of requested resources to real property operations and the transfer of an additional $3,188,000 and 71 staff work-years to design and construction services.

Purchase contract payments cover the principal, interest, taxes, and other expenses associated with the construction of buildings which have added 22.8 million gross square feet of space to GSA's inventory using funds borrowed from the private sector. Legislation enacted in 1954 and 1972 enabled GSA to eradicate a substantial backlog of authorized new construction projects for which direct appropriations had not been made. For fiscal year 1986, the obligation under this program is $135.1 million.

Section-by-Section Analysis

SECTION 2

Section 2 establishes the restriction that no appropriation, including any appropriation from the Federal Buildings Fund, for the purposes of the bill, i.e., for the Public Buildings Service, is to be made unless it has been authorized by the Congress in accordance with this bill. This binding restriction by the Congress upon itself is similar to the provision contained in the Public Buildings Act of 1959 (P.L. 86-249). The subsection adds the further restriction that no appropriation for the Public Buildings Service shall be obligated by GSA unless it has been authorized in accordance with this bill.

SECTION 3

Section 3(a) states that no public building construction, renovation, alteration, or acquisition is to be commenced unless an appropriation has first been made—in the amount of the estimated cost of the completion of the project—in the fiscal year for which the project is authorized. This provision is consistent with the "full finding" concept of budgeting and applies to all new construction and all renovation, alteration and repair projects authorized by sections 4(a) and 4(b) of this legislation.

In fact, this policy is consistent with present practice for new construction projects. Appropriations are made for the total estimated cost of completion before the actual construction works begins, even though obligations and outlays may extend over three to five or more years.

The full funding requirement of section 3(a) is not intended to apply to those new construction and repair and alteration projects authorized for design only during fiscal year 1986 pursuant to section 4(c) of this legislation. This requirement will apply to such projects when their construction phase is authorized in a subsequent fiscal year.

Section 3(b) states that in fiscal year 1987, no lease is to be entered into unless contract authority (a special form of budget authority) for the maximum costs of the lease over its entire term

and a commensurate appropriation are provided in the fiscal year for which the lease is authorized.

The Committee has found, for example, that the unaccounted obligation which will be required to liquidate existing GSA leases presently exceeds $4.6 billion, but this year's public buildings budget request shows only the $866 million in fiscal year 1986 lease payments. GSA reports that leases newly executed during fiscal year 1986 will require payments of $19 million during this fiscal year, and that is the amount GSA has requested for those leases. Signing those leases will commit the Government, however, to total outlays of $139 million over the terms of those leases. Each of the full-funding figures provided above includes the impact of executing cost escalation and renewal option provisions pursuant to the lease agreements.

Under present accounting procedures, each year's new leasing authorization is used by GSA to enter into leases of from one to twenty years, but only the current year's obligation is counted in that authorization. This omission of lease commitments for all future years from both the executive branch and congressional budgets grossly understates leasing costs. It skews decisions away from construction and acquisition, and introduces a bias in favor of constantly escalating lease commitments.

The bill's restriction that appropriations may be made only in the year for which they are authorized is an important departure from current practice. At present, when a project proposal is submitted to the Committee by GSA, it is not often tied to any funding schedule. Under this practice, projects are authorized without regard to fiscal year limitations, and a backlog of authorized but unfunded projects tends to build up.

This bill authorizes appropriations for just one fiscal year. These authorizations are limited in duration. In this respect, the bill authorizes an annual national buildings program, not a series of independent, unrelated, projects. Work authorized by the bill but not funded by appropriations for fiscal year 1986 have to be reauthorized in a subsequent year's annual program authorization bill.

SECTION 4

Section 4 authorizes appropriations from the Federal Buildings Fund in the amount of $2,397,924,000 for fiscal year 1986 for the Public Buildings Service.

The total is authorized within seven major categories. GSA may reprogram funds within any of the seven categories, but not across or between categories. For example, funds appropriated pursuant to subsection (a), for construction and acquisition of buildings, may be reprogrammed among the items of that subsection. Funds appropriated pursuant to subsection (b), for renovations, alterations, and repairs of public buildings may be reprogrammed among the items contained within that subsection. No funds, however, may be reprogrammed from subsection (a) to subsection (b) or from subsection (b) to subsection (a).

Section 4(a) authorizes $243,419,000 for the construction of buildings for fiscal year 1986. Descriptions of authorized major projects (those over 10,000 gross square feet) are as follows:

California, Los Angeles, Federal Building-Courthouse-Parking Facility $137,198,000

This project provides for construction of a 560,000 occupiable square foot Federal Building-Courthouse and a 1,200-space parking garage to be constructed on a Government-owned site located behind a Federal building in downtown Los Angeles. The site will be shared by a metropolitan detention center to be constructed by the Bureau of Prisons, and an outpatient clinic to be constructed by the Veterans Administration.

The proposed building will provide 100,000 square feet to meet the expansion requirements of the Central California U.S. District Court, 400,000 square feet to house agencies now in leased space, and 60,000 square feet for a health unit, conference rooms, a cafeteria, and cooperative use space. The project will provide ten finished courtrooms, with sufficient space for ten additional courtrooms that will be used as offices until needed by the courts.

Construction of this building will improve the ratio of Government-owned to leased space in the Los Angeles five-county area from 57:43 to 70:30.

Idaho, Eastport, Border Station $2,147,000

GSA proposes to demolish the existing inadequate and inefficient border station and construct a new 11,584 square foot facility to replace it. In order to enlarge the present site so that vehicle movement can be controlled, 2.36 acres adjacent to the border will be acquired, which, when added to the present 1.54 acre site, will total 3.9 acres.

The main border station building will provide 3,520 occupiable square feet of office and storage space for Customs, Immigration and Naturalization Service, and the Department of Agriculture. The service and support area for the main building will total 6,064 occupiable square feet, including a separate 1,360 square foot truck inspection facility. There will be four primary and eight secondary inspection lanes.

An additional three acres of land approximately one-half mile south of the border, near an existing inspection station, will also be acquired. An animal inspection building of 2,000 occupiable square feet will be constructed on this site.

Missouri, Overland, Extensions $48,932,000

This project provides for the cosntruction of extensions to Building No. 100 and Building No. 201 at the National Personnel Records Center, for a total of 324,000 occupiable square feet. The proposed extension to Building No. 100 will provide 265,00 addtional square feet to accommodate the U.S. Army Reserve Components Personnel and Administration Center, as well as expansion space for the National Archives and Records Center. The proposed extension to Buiding 201 will provide 59,000 additional square feet of space for the U.S. Army Adjutant General Publication Center.

In addition to $48,932,000 for construction, GAS has requested $5,365,000 for design and construction services for fiscal year 1986. Total estimated project cost, including $755,000 advance design funding provided in fiscal year 1982, is $55,052,000.

New Jersey, Newark, Federal Building-Courthouse $44,975,000

The U.S. District Court in Newark has one of the fastest-growing caseloads in the country. The Courts occupy 83,000 square feet of space in the U.S. Post Office-Courthouse (PO-CT), controlled by the Postal Service. Because of the continuing needs of the U.S. Postal Service, no expansion space is available for the Courts in the Post Office-Courthouse building.

As a result of the Bankruptcy Amendments and Federal Judgeship Act of 1984 (P.L. 98-353) and based on District Court projections of increased workload, the Courts will require 108,722 square feet of expansion space by 1990. This space will accommodate 7 additional district judges and the concomitant growth of Circuit, Bankruptcy, and Magistrate functions. The additional courtrooms needed should be located adjacent to the Post Office-Courthouse.

GSA proposes to construct a Federal Building-Courthouse (FB-CT) to satisfy both the short and long-term housing needs of the Courts. The building would provide 254,000 occupiable square feet of space, or 355,000 square feet in gross area. The building will be designed to have the structural capability to meet all future Court expansion needs, anticipated to be as much as 91,000 square feet in the far term. As those needs materialize, space assigned to other agencies will be made available to the Courts.

Nine million dollars was appropriated for this project in fiscal year 1984. GAS has requested for fiscal year 1986 an additional $44,975,000 for construction and $1,636,000 for design and construction services.

Washington, Seattle, Laboratory $9,767,000

This project provides for a 36,000 occupiable square foot office and laboratory building on a site to be acquired for the Seattle District Office of the Food and Drug Administration. The building will contain approximately 15,000 square feet of office space, 15,000 square feet of laboratory and clinic area, and 6,000 square feet for storage, food service, data processing, conference rooms, and locker and shower areas, as well as 1,400 square feet of inside parking. The Food and Drug Administration is the primary consumer protection agency of the Federal Government, acting under laws passed by Congress. With the passage of new laws and the amendment of existing ones, the role and responsibilities of this agency have been expanded. A single-tenant building will reduce the risk of a laboratory accident, as well as provide a modern facility built to rigid specifications.

Section 4(b) authorizes $264,096,000 for the repair and alteration program. Major renovation, repair, and alteration projects (those with costs exceeding $1 million) included in section 4(b)(1) are as follows:

California, Hawthorne, Federal Building $2,383,000

This six-story office building, constructed in 1973, houses over 1,000 Federal employees. The building has reinforced concrete framing with a glass and stainless steel exterior. This project proposes the replacement of the existing fiberglass ductwork with sheetmetal ductwork. Many of the joints in the fiberglass ducts are leaking air, causing employee discomfort and higher utility costs for the building. This project will provide energy savings to the Government and a comfortable working environment for the occupants of this building.

California, Los Angeles, U.S. Courthouse $2,570,000

The 18-story Courthouse was built in 1937 and provides an occupiable area of 488,396 square feet and a gross area of 867,941 square feet. The building is potentially eligible for listing in the National Register of Historic Places because of its architectural significance.

The Central District of California is currently authorized 17 district judgeships and has 6 active senior judges. With a constantly increasing caseload, it is expected that two additional judgeships will be authorized and 4 judges will assume senior status. In order to provide adequate court facilities for the judges (only 19 courtrooms and 3 hearing rooms are currently available), two additional courtrooms, judges chambers, and adjunct facilities will be constructed in vacant space on the fifth floor.

Colorado, Denver, Federal Building-Customshouse $8,540,000

The Federal Building-Customshouse is a five-story structure built in 1931 and extended in 1937. It is listed on the National Register of Historic Places and houses approximately 760 employees.

The purpose of this project is to provide long-term housing for the U.S. Bankruptcy and Tax Courts. The planned space reassignments would consolidate all the U.S. Courts in the downtown Federal complex and would result in the cancellation of about 22,590 square feet of leased space. The project includes the construction of five courtrooms, judges chambers, and ancillary facilities. New building systems will be installed to serve the new tenants, along with general upgrading of office and storage space throughout the building. The outdated electrical system will be replaced, and the heating, ventilating, and air-conditioning system will be modified to provide service to the renovated building and to conserve energy. Other energy conservation features to be installed include storm windows, weatherstripping, and enhanced insulation. Fire sprinklers will be added to the basement and sub-basement to protect the building and its occupants.

District of Columbia, General Accounting Office $16,200,000

The GAO building, a concrete and masonry structure built in 1951, has a gross area of 1,946,568 square feet and an occupiable area of 1,331,195 square feet.

The 1982 Continuing Resolution provided $9,800,000 under a previous prospectus for the initiation of this project. This first phase of the project is under construction and an additional $16,200,000 is required to complete the work. Included in the project are the following items of work; renovation of the heating, air conditioning, and ventilating system (including associated replacement of ceiling, lights and partitions); installation of a fire sprinkler system; miscellaneous electrical repairs; and the removal of asbestos-contaminated building components. This project also provides for the relocation of building tenants while construction is in progress.

District of Columbia, ICC Customs $2,262,000

The Interstate Commerce Commission, Customs and Connecting Wing complex was constructed in 1934 and is listed on the National Register of Historic Places. The complex has a gross area of 1,130,629 square feet and an occupiable area of 643,255 square feet.

The air-conditioning system in this three-building complex is the original installation and the 16 air-handling units have outlived their useful life expectancy. This project will provide for the installation of new units with a more energy-efficient design and a new air distribution system.

District of Columbia, Steam Distribution System $13,796,000

The steam distribution system consists of a series of tunnels over seven miles long connecting two heating plants and supplying steam to more than 100 Government, quasi-Government, and District of Columbia buildings. This concrete tunnel system has deteriorated due to the high temperatures and humidity levels.

The structural integrity of the tunnels will be restored by replacing defective and spalled concrete, thereby increasing the safety level of employees working in the system and ensuring the continued operation of the steam transmission lines.

District of Columbia, Pension Building $16,700,000

This building, which is listed in the National Register of Historic Places, was completed in 1885. It has a gross area of 196,000 square feet and occupiable area of 156,360 square feet, of which 37,315 are in the Exhibition Hall and the Presidential Suite.

On December 12, 1980, Public Law 96-515 established the National Building Museum and directed GSA to renovate, operate, and maintain the Pension Building to house the Museum.

This project will complete the renovation of the building for the Museum and provide office space for Federal agencies. Mechanical, electrical, heating, ventilating, air conditioning, and fire safety systems will be installed or replaced; architectural features will be restored; site improvements will be accomplished; and vacant space will be repaired and upgraded for occupancy.

Illinois, Chicago, Kluczynski Federal Building $4,152,000

This steel and glass 46-story building was constructed in 1973 and has a gross area of 1,250,503 square feet and an occupiable area of 759,000 square feet. The building houses approximately 4,200 Federal employees.

This project provides for the installation of automatic sprinklers throughout the building. The sprinkler system is required for the protection of the occupants of this building due to the evacuation time involved if a fire occurs, with the attendant difficulty in fighting fires in high-rise buildings.

Illinois, Peoria, Federal Building-Courthouse $1,041,000

The Federal Building and U.S. Courthouse was constructed in 1937. This 3-story structure has a gross area of 137,000 square feet and an occupiable area of 71,475 square feet. This project is a request for additional authority of $1,041,000 to augment the $1,357,000 made available in the fiscal year 1985 Continuing Resolution. Additional authority is required to provide for additional space needs of the U.S. Courts which were identified subsequent to the submission of the fiscal year 1985 project proposal. The original project proposal included renovations and alterations to convert vacant Postal Service space to office space, and upgrading of building systems. The first floor will now be converted to a district courtroom, judges' chambers and adjunct facilities. Additional space in the basement will be altered to accommodate those agencies who were to occupy the first floor space.

Indiana, Fort Wayne, Post Office-Courthouse $5,275,000

The U.S. Post Office and Courthouse, constructed in 1932, was acquired from the U.S. Postal Service by the General Services Administration in 1980. This building is a three-story structure with a gross area of 95,000 square feet and an occupiable area of 72,000 square feet.

The purpose of this project is to prepare the space in the building left vacant by the departure of the Postal Service for occupancy by the U.S. Courts and other Government agencies. Vacant space will be converted to office space, a district courtroom, two judges' chambers and adjunct facilities by installing new building systems, offices and court finishes. Existing second and third floor office space will be upgraded to meet the new tenants' needs.

A central air conditioning system will be installed to provide energy efficiency and adequate cooling. Deteriorated windows will be replaced with watertight and energy efficient units. New restrooms will be constructed on the first floor to serve the increased tenancy, and existing restrooms will be upgraded. Life and firesafety features (including a basement sprinkler, fire doors, emergency lighting, and exit improvements) will be provided. The lobby's ornamental ceiling and walls will be restored. The exterior granite plaza pavers and stairs will be reset, and other site improvements will be accomplished.

Kentucky, Louisville, Post Office-Courthouse $5,518,000

The U.S. Post Office-Courthouse and Customhouse was built in 1932 and extended in 1938 to include a sixth floor. The building has a gross area of 397,781 square feet and an occupiable area of 278,337 square feet.

This project will provide for basic repairs vital to the continued occupancy of the building, and to convert vacant Postal Service space on the first floor and the basement to office space.

The electrical system original to the building has deteriorated and is inadequate to serve the tenants' needs. A new system will be installed. Existing passenger elevators will be upgraded for the increased occupancy planned, and a security elevator for the courts will be installed.

The undersized heating, ventilating, and air-conditioning system will be replaced by a new system with controls to provide proper temperatures and space conditioning while reducing the energy consumption levels.

Fire and lifesafety features, including two fire stairs, an alarm and control center, basement sprinklers, rated partitions, and asbestos pipe insulation removal, will be accomplished.

Kansas, Wichita, Courthouse $4,840,000

This five-story building was built in 1932 and provides 203,274 gross square feet and 109,639 occupiable square feet. The building was acquired from the Postal Service in 1979.

The major purpose of this project is to prepare the vacant space in this building for occupancy by the U.S. Courts and other Government agencies currently housed in leased buildings. The first floor will be converted to two District Courtrooms, judges' chambers and ancillary facilities. The alterations will include new building systems, and office and court finishes. Another courtroom will be constructed on the third floor. Office space will be constructed on the first, mezzanine, and basement floor levels, including building systems and finishes.

The restrooms, which have not been upgraded since 1932, will be modified to provide handicapped accessibility features. Fire and lifesafety features, including a basement sprinkler, fire walls, exit stairs, emergency lighting, and fire alarm system, will be installed or upgraded to serve the increased building population.

The exterior masonry surfaces will be repaired to provide a weathertight structure. The deteriorated cooling tower and chillers will be repaced with more energy-efficient units.

Louisiana, Lafayette, Federal Building-Courthouse..... $2,083,000

This four-story structure was constructed in 1960 to house the Postal Service. In 1964, it was extended to provide Federal court facilities and now has a gross area of 66,127 square feet and an occupiable area of 39,034 square feet. GSA acquired this facility from the Postal Service in December 1982.

This project will provide space for four Federal agencies currently housed in leased space. In addition, space will be provided to serve the needs of the U.S. Courts. Vacant Postal Service space will be converted to office and Bankruptcy Court space by modifying existing building systems.

Michigan, Detroit, McNamara Federal Building..... $7,600,000

The Patrick V. McNamara Federal Building, constructed in 1976, is a 27-story concrete building providing an occupiable area of 733,000 square feet and a gross area of 1,136,450 square feet. This building houses approximately 4,400 Federal employees.

Protection of the occupants in high-rise buildings due to the evacuation time, and the difficulty in fighting fires in tall buildings, dictate that a fully-automatic fire sprinkler system be installed. In addition, the existing defective fire alarm and control system will be replaced.

The granite and concrete plaza pavers have cracked and deteriorated, necessitating the construction of a temporary wood walkway over the plaza. The pavers will be replaced, and the temporary walkway will be removed to eliminate a potential safety hazard.

The exterior concrete walls have experienced cracking and spalling. The defective areas will be repaired and waterproofed to correct these surface problems.

To correct the uneven heating and cooling, new controls, insulation, and supplementary equipment will be installed.

Missouri, Kansas City, 1500 E. Bannister Road, Federal Building..... $6,569,000

This two-story brick and concrete building, constructed in 1942 as a weapons plant, has a gross area of 1,515,748 square feet and an occupiable area of 1,284,702 square feet.

This project provides for the conversion of 33,000 square feet of vacant warehouse space to accommodate the computer requirements of the U.S. Marine Corps Finance Center by installing raised flooring, ceilings, lighting, fire sprinklers and air conditioning systems.

The deteriorated and leaking roofing system will be removed and a new watertight system will be installed. The uneven, wood block industrial flooring will be removed, and a level wearing surface will be installed. The electrical transformers have deteriorated and will be replaced to ensure adequate operation and functioning of the facility.

New Hampshire, Manchester, Post Office-Courthouse $1,988,000

The U.S. Post Office, constructed in 1934, was acquired from the U.S. Postal Service in July 1981. This steel-framed granite-faced building has an occupiable area of 42,331 square feet and a gross area of 60,732 square feet.

The major purpose of this project is to convert vacant Postal Service space in this building for use by the U.S. Bankruptcy Court. The work will include building systems, and office and court finishes. The Bankruptcy Court is currently located in leased space and will be relocated upon completion of the space alterations.

The fifty-year-old electrical system will be replaced, and a central heating, ventilating, and air-conditioning system will be installed to replace the steam radiators and window air-conditioners currently in place.

The rotted, wooden windows will be replaced. Existing restrooms will be upgraded, and the original piping will be replaced.

New York, Utica, Federal Building-Courthouse $1,764,000

This brick and limestone monumental building was built in 1929, with a gross area 101,440 square feet and an occupiable area of 56,260 square feet. It was acquired from the U.S. Postal Service in September 1980.

This project will provide space in the building for the U.S. Bankruptcy Court, currently housed in leased space. The work will include new and modified building systems, and office and court finishes. The electrical system will be replaced to conform to current code requirements. The deteriorated wood windows will be replaced, and fire-safety improvements (including basement sprinklers, standpipe, and stairway extensions) will be made to protect the occupants and the building structure.

Ohio, Cleveland, Celebrezze Federal Building $6,507,000

This steel and glass 32-story building was constructed in 1966 and has a gross area of 1,439,000 square feet and an occupiable area of 971,289 square feet. The building houses approximately 5,400 Federal employees.

Protection of the occupants in high-rise buildings due to the evacuation time and the difficulty in fighting fires in tall buildings, dictate that a fully automatic fire sprinkler system be installed.

Asbestos fireproofing materials in the mechanical equipment rooms on the 31st and 32nd floors will be removed and replaced with a non-asbestos material to eliminate a potential health hazard.

In addition, a power source to serve the fire alarm, pumps, elevators, and lighting in the event of an emergency situation will be installed. Firestopping openings between floors will be provided to stop the spread of fire.

Oklahoma, Oklahoma City, Post Office-Courthouse $2,416,000

This monumental building, listed on the National Register of Historic Places, was constructed in 1906. The final extension was completed in 1937. The main building is three stories high with a central tower of nine stories. The building has a gross area of 214,000 square feet and an occupiable area of 118,557 square feet.

The main purpose of this project is to convert vacant Postal Service space into office space for use by the Internal Revenue Service. The Internal Revenue Service is to be relocated from the Federal Building-Courthouse to provide expansion space for the U.S. Courts. Alterations will include electrical, heating, and air conditioning systems to serve the new space layouts. New office finishes will be provided. Existing office space on the first floor will be upgraded for the current tenants' needs.

Upon completion of the renovation, other tenants will also be relocated from leased space (in addition to those to be moved from the Federal Building-Courthouse), and existing leases will be canceled.

Pennyslvania, Scranton, Post Office-Courthouse $3,863,000

This building was constructed in 1932 and acquired from the Postal Service in 1981. The four-story limestone-faced building provides a gross area of 151,930 square feet and an occupiable area of 110,575 square feet. This is the only Government-owned building in Scranton. Other space needs are presently accommodated through leases.

The main purpose of this project is to convert vacant Postal Service space into office space by installing building system and office finishes. Agencies currently housed in leased space will then be relocated into this facility. In addition to the space alterations, automatic elevators and handicapped accessibility facilities will be provided. Fire and lifesafety improvements, including a basement sprinkler system, standpipe, and two new stairways, will be installed.

Puerto Rico, Hato Rey, Federal Building-Courthouse $1,683,000

This one-story Courthouse and seven-story Federal Building of concrete construction was completed in 1976. It has a grtoss area of 339,600 square feet with an occupiable area of 269,673.

In the Fiscal Year 1983 Continuing Resolution, $3,133,000 was made available to alter the building. The purpose of the project was to provide a consolidated location for the District Courts which had expanded as a result of the Omnibus Judgeship Act (P.L. 95-486). In addition, fire sprinklers were to be installed in the basement of the Courthouse and in the entire Federal Building.

Since 1983, the U.S. Courts have requested additional changes in the project, and the relocation of existing tenants is necessary. In order to accomplish these alterations and satisfy the space needs of the judiciary, additional funds in the amount of $1,683,000 are required.

Upon completion of the project, the District Court will relocate from the Old Courthouse in San Juan to this location. This work will provide for the long-term housing of the U.S. Courts.

Texas, Dallas, Cabell Federal Building $3,943,000

This building, constructed in 1971, is a 19-story structural steel and concrete building with a gross area of 987,422 square feet and an occupiable area of 644,273 square feet. This building houses approximately 2,700 Federal employees. Protection of the occupants in high-rise buildings due to the evacuation time, and the difficulty in fighting fires in tall buildings, dictate that a fully-automatic fire sprinkler system be installed. In addition, a smoke control system to discharge products of combustion, a fire alarm system, and emergency generator system will be installed.

Texas, Dallas, Terminal Annex $4,600,000

This building, which was constructed in 1937 as a Post Office and bulk mail handling facility, has been nominated to the National Register of Historic Places. The five-story concrete structure provides a gross area of 249,800 square feet and will provide an occupiable space of 180,000 square feet after completion of the renovations.

In the Fiscal Year 1983 Continuing Resolution, $7,997,000 was made available for the alterations required to upgrade this building from vacant warehouse-type space into an office building. Since that time, GSA has selected this building to serve as a demonstration for adapting an existing facility for future high-technology systems operation.

Tenants' needs and telecommunication changes resulting from the divestiture of AT&T, require that GSA provide telephone service features as a part of the basic building package. Therefore in order to complete the renovation of this facility, an additional $4,600,000 is required. Upon completion of the alterations, leases will be canceled and agencies will be relocated to this facility.

Texas, Forth Worth, Warehouse Number 1 ..... $1,986,000

Warehouse #1, which was constructed in 1941, is a one-story masonry building. The building has a gross area of 286,896 square feet and an occupiable area of 244,257 square feet.

The National Archives and Records Administration is the primary occupant of this facility. In order to prosperly store and maintain records, additional space must be modified for records retention. Lighting and firesafety features will be installed in approximately 21,000 square feet of space. A lightning protection system will be provided to eliminate the potential for fire in the records center.

The existing roofing system has deteriorated and now leaks. A new watertight system will be installed to protect both the materials stored in the facility and the structure itself.

Texas, San Antonio, Post Office-Courthouse $6,078,000

This monumental five-story Post Office-Courthouse, completed in 1937, was acquired from the Postal Service in October 1979. It is located in the Alamo Plaza area and has a gross occupiable area of 258,841 square feet.

This project provides for the conversion of approximately 38,400 square feet of vacant Postal Service space to office space by installing building systems and office finishes. Agencies will be relocated from leased space to the renovated office space. Fire and lifesafety features, including sprinkler modifications, standpipe installtion, emergency lighting and power, and fire doors, will be provided. Elevators, electrical system, restrooms, and the heating, ventilating, and air-conditioning systems will be modified and upgraded to serve the increaed office tenancy.

Virginia, Richmond, Federal Building..... $1,125,000

This twelve-story building, constructed in 1962, has a gross area of 380,310 square feet with an occupiable area of 251,535 square feet.

As a result of additional space needs of the U.S. Courts in the former Parcel Post Building, the Military Enlistment Processing Station will be relocated to this facility. Space alterations will be accomplished, incuding modifications to the heating, ventilating, and air-conditioning system, partition changes, and the installtion of a fire sprinkler system. Additional restroom facilities will be constructed to serve operational needs of the processing station.

Section 4(c) authorizes $124,150,000 for design and construction services. Beginning with fiscal year 1985, GSA has budgeted for the design, management and inspection costs of all new construction and repair and alteration projects in this category. Included in the amount authorized for fiscal year 1986 are funds to design repair

and alteration projects whose construction phase is scheduled for a subsequent fiscal year. These projects and their associated design costs are as follows:

Alaska, Juneau, Post Office-Courthouse $371,000

This 9-story building, constructed in 1966, has a gross area of 348,655 square feet and an occupiable area of 205,650 square feet. This project proposes the sealing and encapsulating of all sprayed-on friable asbestos fireproofing materials. Sprayed-on fireproofing materials above the finished ceilings will be treated with a sealer only, while exposed materials in mechanical areas, storage spaces and equipment rooms will be sealed and encapsulated. In conjunction with the asbestos abatement program, a fire protection sprinkler system is to be installed throughout the building.

Alabama, Birmingham, Federal Building-Courthouse $429,000

This project proposes repairs and alterations to the existing Federal Building and Courthouse after the U.S. District Courts move into the new District Courthouse. The project provides for renovations for handicapped access and lifesafety/firesafety improvements, general upgrading of the building and systems, and space alterations to meet the needs of the tenants. The major items to be provided include replacement of the roof, interior space alterations, exterior renovations, rebuilding existing air-handling units, installing a new cooling tower, and upgrading electrical and communication systems.

Arizona, Phoenix, Federal Building-Courthouse $88,000

The building, constructed in 1962, is an eight-story structure of reinforced concrete. It has a gross area of 371,458 square feet and an occupiable area of 193,889 square feet.

This project proposes the construction of a 5,280 square foot Eights District Courtroom, adjunct facilities, and chambers for a district judge assuming senior status. This will require conversion of space presently occupied by the INS Review Courtroom (2,300 square feet) and the GSA Snack Bar and Lunchroom (3,235 square feet).

California, Los Angeles, Federal Building-Post Office..... $1,064,000

This Federal building, constructed in 1969, is a 17-story structure with steel frame and concrete pile foundation. The building has a gross area of 591,916 square feet and an occupiable area of 368,534 square feet.

The project proposes the removal or encapsulation and replacement of asbestos fireproofing with a non-asbestos material, installation of a fire sprinkler system throughout the building, and replacement of the ceiling accoustical tiles.

California, Pasadena, Federal Building-Courthouse $433,000

This six-story building, constructed in 1930, provides a gross area of 155,000 square feet and an occupiable area of 107,000 square feet.

This project proposes initial space alterations on the 4th, 5th and 6th floors, portions of the 2nd and 3rd floors, and mezzanines. The basement will be converted for industrial and storage uses. Site work will provide a parking area, landscaping, walkways, exterior lighting and rearrangement of on-site utilities.

California, San Diego, Federal Building-Courthouse $88,000

This building, constructed in 1976, consists of two structures connected by a bridge, and provides a gross area of 891,971 square feet and an occupiable area of 677,544 square feet.

This project proposes the construction of a Tenth District Courtroom, adjunct facilities and judge's chambers. The project will require the conversion of approximately 5,250 occupiable square feet on the second floor which is currently occupied by the SSA Office of Hearings and Appeals.

Californie, San Francisco, Federal Building-Courthouse $3,652,000

This 20-story building, constructed in 1964, provides a gross area of 1,412,827 square feet and an occupiable area of 954,433 square feet.

This project proposes the removal of all asbestos from occupiable and support areas and replacement with nonasbestos fire-proofing. An automatic fire sprinkler system will be installed on the 2nd through 20th floors, and the existing suspended ceiling and office lighting will be replaced.

Colorado, Denver, Federal Building-Courthouse..... $1,318,000

The Federal Building/U.S. Courthouse was constructed in 1965 and consists of both an 18-story office tower containing 281,075 occupiable square feet of space and a 5-story court house with 171,015 square feet. The two buildings are connected by a corridor and cafeteria and have a common basement and sub-basement.

This project provides for removal of asbestos-containing materials, replacement of existing suspended ceiling and lay-in light fixtures, installation of fire sprinkler systems, and upgrading of the elevator systems and energy retrofit.

Colorado, Denver, Federal Center $352,000

This project affects 5 buildings in the Federal Center, 4 of which were constructed in 1941, and the 5th building constructed in 1966. These 5 buildings have 1,899,580 gross square feet and 1,393,385 square feet of office space.

This project proposes the removal of existing building materials containing asbestos in order to provide a safer working environment for the Federal employees housed in the buildings.

Connecticut, Bridgeport, Federal Office Building and Courthouse..... $208,000

The Bridgeport Courthouse and Federal Building was constructed in 1968 and provides a gross area of 103,223 square feet and an occupiable area of 67,880 square feet.

This project proposes the correction of safety and systems deficiencies; removal of asbestos; upgrading of electrical and heating, ventilating and air-conditioning systems; and replacement of carpet and floor tiles.

District of Columbia, Federal Office Building-New Post Office..... $187,000

This building was constructed during 1931–34 as part of the Federal Triangle complex in the "Eighteenth Century Classic" style, and is on the National Register of Historic Places. The building is eight-stories in height plus a basement, with 818,580 gross square feet and 457,713 square feet of occupiable space.

This project proposes conversion of three freight elevators and a van lift from manual to automatic operation, and upgrading of seven passenger elevators to meet modern codes.

District of Columbia, State Department..... $754,000

The building was constructed in 1941. It has a gross area of 2,498,000 square feet and occupiable area of 1,612,085 square feet.

The project proposes repair and replacement of building systems and equipment. The secondary electrical distribution system will be upgraded by installing new panels, conduits to carry feeder conductors to various panels, and lighting throughout. In addition, the freight, private, and passenger elevators will be upgraded to meet current codes and standards, including handicapped accessibility.

Florida, Jacksonville, Federal Building..... $549,000

The Federal Building contains ten stories plus a ground floor and penthouse. It provides 327,535 square feet of space and an occupiable area of 226,427 square feet. Fireproof and/or asbestos materials were used in the building construction. This project proposes the removal of friable asbestos fireproofing material from building structural components; disposal of asbestos waste; clean-up and decontamination of all areas after removal; and air monitoring and industrial hygiene services while work is in progress. As a result of demolition and asbestos removal, new lighting fixtures, suspended ceilings, window and floor coverings, and fireproofing will be installed. In addition, automatic sprinklers, firestopping, a smoke control system, and a fire alarm and voice communication system will be installed.

Florida, Miami, Federal Building $676,000

This building was constructed in 1963 and provides a gross area of 284,737 square feet and an occupiable area of 197,891 square feet. During construction, asbestos fireproofing material was applied to the steel structural members.

This project proposes the removal of friable asbestos fireproofing material from building structural components, and air monitoring and industrial hygiene service while work is in progress. As a result of the demolition and asbestos removal, new lighting fixtures, suspended window and floor coverings, and fireproofing will be installed. In addition, automatic sprinklers, firestopping, a smoke control system, and a fire alarm and voice communication system will be installed.

Illinois, Chicago, Custom House $99,000

The Custom House, located in the southern portion of the Chicago Central Business District, was constructed in 1932 and vertically expanded in 1939. The building is a steel and concrete structure with a stone exterior that contains two basements, eleven stories and a penthouse. It has a gross area of 268,069 square feet and an occupiable area of 183,146 square feet.

The proposed repair and alteration work for this building consists of upgrading the fire protection systems to meet recognized life and firesafety code requirements. Automatic sprinklers will be installed, and the main control center's air handling, lighting, and fire protection systems will be arranged so as to be independent of the effects of a fire elsewhere in the building. The building fire alarm system will be upgraded; a new two-way emergency telephone system will be installed to communicate between the control console and any emergency telephone station; new fire equipment control panels will be installed; and an emergency power source will be provided for the building.

Illinois, Chicago, Railroad Retirement Building $442,000

The U.S. Railroad Retirement Building, constructed in 1923, is located in the northern section of Chicago's Central Business District. It was purchased by the Government in 1942 and subsequently was occupied by the Railroad Retirement Board. The facility is a 14-story structure, with a basement, of reinforced concrete construction faced with brick. It has a gross area of 360,350 square feet and an occupiable area of 257,277 square feet. The proposed repair and alteration work for this building consists of installation of firesafety items, major electrical system repairs; replacement of the sixty-year-old plumbing; and replacement of roof drains and storm water piping. Telephone, toilet room and main entrance improvements will be implemented to comply with handicapped accessibility requirements.

Illinois, East St. Louis, Post Office-Courthouse $359,000

This historic, classic revival-style building, originally constructed in 1907 and expanded in 1916, is a four-story and basement limestone and brick structure, comprising 58,793 gross square feet. It is proposed to renovate the first and second floor to accommodate the Bankruptcy Court and those elements of the U.S. District Court which cannot be housed in the adjacent new courthouse. The third floor will be modified to house executive agencies now in leased space and to absorb future court expansion. The fourth floor and basement will be altered to house new mechanical and electrical equipment as well as general building storage. After renovation, the facility will contain approximately 27,888 occupiable square feet.

Massachusetts, Boston, Kennedy Federal Building..... $2,154,000

The John F. Kennedy Federal Building, constructed in 1967, is located in downtown-Boston Government Center complex near the City Hall and state office buildings. The 26-story high-rise and four-story low-rise building has a gross area of 927,397 square feet and contains 667,815 occupiable square feet of office, storage and special space.

This project proposes the correction of certain safety and systems deficiencies in order to maintain safe and efficient utilization of this building over the foreseeable future. The scope of this project also includes installation of sprinklers; removal of asbestos; upgrading of electrical and heating, ventilating, and air-conditioning systems; replacing carpet and floor tile; and upgrading of the elevator system.

New Jersey, Newark, Rodino Federal Building..... $1,371,000

This Federal Building was constructed in 1968. It provides a gross area of 522,200 square feet and an occupiable area of 360,259 square feet. The building is located adjacent to the Post Office-Courthouse. The proposed project will replace all asbestos fire-proofing because it is friable and poses a potential health hazard. This material was sprayed on all structural steel beams and metal corrugated decking during construction. The work proposed is necessary to provide occupants with a safe and healthful working environment.

The project also proposes the installation of a sprinkler system and fire and security alarm systems. The existing fire alarm system consists of components that are not compatible. In addition, major components of the heating, ventilating, and air-conditioning systems will be replaced.

New Jersey, Trenton, Post Office-Courthouse..... $357,000

The Post Office-Courthouse building, constructed in 1932, contains approxmiately 100,000 square feet of occupiable space and 167,000 gross square feet. The primary tenant is the U.S. Court and related agencies. The project proposes the conversion of vacated U.S. Post Office space to office space. This work will include improvements and repairs to the windows, and construction of firestairs to eliminate a serious fire-safety deficiency.

New York, Brooklyn, Celler Federal Building $1,054,000

This Federal Building, constructed in 1963, provides a gross area of 574,455 square feet and occupiable area of 355,790 square feet.

This project proposes the removal and replacement of all asbestos fireproofing in the Federal Building and areas in the Courthouse that will support hangers for the sprinkler system. The existing ceilings will be replaced and a fire sprinkler system installed. The electrical service capacity will be increased and the heating, ventilating, and air-conditioning system balanced with system components either rebuilt or replaced. A complete roof replacement is required. Space alterations will be accomplished as required to accommodate personnel being temporarily relocated.

New York, Brooklyn, Federal Building Number 2..... $766,000

This building was completed in 1918 and acquired by GSA in 1961. The eight-story warehouse-type structure has a gross area of 1,190,419 square feet and an occupiable area of 929,611 square feet.

This project provides for moving seven Federal agency tenants from building No. 1, which is scheduled for disposal, into 70,090 square feet of space in building No. 2, and includes renovations/alterations and major repairs in order to provide basic services in a safe environment.

Some of the renovations/alterations include repairs of the facade of the building; replacement of wooden water tanks on the roof; modernization of the freight elevators; installation of firesafety systems; and upgrading of the electrical and telephone distribution systems.

New York, Buffalo, Federal Building $1,149,000

This 15-story Federal Building, constructed in 1971, provides a gross area of 467,241 square feet and an occupiable area of 340,591 square feet.

The proposed project will replace all asbestos fireproofing because it is friable and poses a potential health hazard. This material was sprayed on all structural steel beams and metal corrugated decking during construction. The work proposed is necessary to provide occupants a safe and healthful working environment.

During the asbestos removal process, a new suspended ceiling will be installed and light fixtures will be replaced to provide a more effective light distribution pattern.

New York, New York, 201 Varick Street, Federal Building $1,161,000

This building, constructed in 1929, provides a gross area of 962,866 square feet and an occupiable area of 713,258 square feet. This project proposes to complete the upgrading of space. The work will include security and fire safety items; roof replacement; elevator installation; and the demolition and conversion of laboratories to provide 179,760 square feet of office space.

New York, New York, 26 Federal Plaza $4,719,000

The Jacob K. Javits Federal Building, constructed in 1968, provides a gross area of 1,782,083 square feet and an occupiable area of 1,676,107 square feet. This 41 story building houses 9,199 Federal employees. The largest tenant agencies are the Department of Justice, the Judiciary, and the Corps of Engineers. Regional headquarters for several agencies are located here.

The proposed project will replace all asbestos fireproofing, because it is friable and poses a potential health hazard. This material was sprayed on all structural steel beams and metal corrugated decking during construction.

During the asbestos removal process, a new suspended ceiling will be installed and light fixtures will be replaced to provide a more effective light distribution pattern.

New York, New York, Foley Square Courthouse $797,000

This 31-story monumental structure was built expressly for the U.S. Courts in 1936. The building has an occupiable area of 313,854 square feet and a gross area of 612,691 square feet.

This project proposes installation of a new low-rise elevator; micro-processor computer dispatching systems for existing elevators; a sprinkler system throughout all areas of the building; completion of an emergency two-way voice communication system; upgrading of all public restrooms; refinishing of courtrooms; and the installation of a new keying system.

North Carolina, Raleigh, Federal Building-Courthouse $434,000

This project proposes the removal of friable asbestos fireproofing material from building structural components; disposal of asbestos waste; clean-up and decontamination of all areas after removal; and air monitoring and industrial hygiene services while work is in progress. As a result of the demolition and asbestos removal, lighting fixtures, suspended ceilings, window and floor coverings, automatic sprinklers and fireproofing will be installed. This building, constructed in 1966, provides a gross area of 361,720 square feet and an occupiable area of 256,033 square feet. The facility consists of a nine-story office tower (including basement) and an adjoining two-story postal facility, and is constructed of concrete panels with a composition built-up roof and cellular steel deck and beams.

Pennsylvania, Philadelphia, Federal Building-Courthouse $893,000

This six-story building is a reinforced concrete structure with a limestone facade, and provides a gross area of 385,365 square feet and an occupiable area of 257,090 square feet. The building was built in 1939.

This project provides for continued housing of the U.S. Courts. Renovations include replacement of windows; renovation and upgrading of partitioning and wiring on the 3rd, 4th, and 5th floors; upgrading of restrooms; handicapped accessibility retrofit; installation of new elevators; and upgrading of firesafety items.

South Carolina, Charleston, Rivers Federal Building $215,000

The Federal Building was constructed in 1965, and provides a gross area of 107,581 square feet and an occupiable area of 67,792 square feet. The building is a permanent office-type structure of steel frame, concrete and brick construction.

This project proposes the removal of friable asbestos fireproofing material from building structural components; disposal of asbestos waste; clean-up and decontamination of all areas after removal; and air monitoring and industrial hygiene services while work is in progress. As a result of the demolition and asbestos removal, new lighting fixtures, suspended ceilings, windows and floor covering, and fireproofing will be installed. In addition, automatic sprinklers, firestopping, a smoke control system, and a fire alarm and voice communication system will be installed.

Texas, Dallas, Federal Building $176,000

This building at 1114 Commerce Street in downtown Dallas was constructed in 1928, and acquired by the Government in 1942. The Federal Building has 21 floors, including the basement and an elevator penthouse. It has a gross area of 424,531 square feet and an occupiable area of 263,367 square feet. It is connected at several floor levels to the adjacent Earl E. Cabell Federal Building-Court House at 1100 Commerce Street.

The project proposes the replacement of six elevators which are original to the building. Normal life cycle for these machines is approximately 50 years. Certain other equipment, replaced in 1964, has reached its 20-year life cycle, and will be replaced as necessary.

Virginia, Arlington, Federal Building Number 2 ..... $635,000

The Federal Building was constructed in 1941, with the addition of a wing in 1945. The building provides a gross area of 1,023,346 square feet and an occupiable area of 723,955 square feet.

The Project provides for firesafety items, upgrading the building systems, and repairs to the connecting crossbridges.

Virginia, Arlington, Pentagon $1,743,000

The Pentagon was constructed in 1942 and has a gross area of 6,546,360 square feet an occupiable area of 3,796,308 square feet.

This project proposes repair and replacement of building systems and equipment; automatic sprinkler protection; installation of smoke detectors, moderization of restrooms throughout the building; and upgrading of the electrical system.

Washington, Spokane, Federal Buildir g-Post Office $496,000

This building was transferred to GSA from the Postal Service (USPS) in 1982. This project proposes the conversion of the postal workroom space on the first floor and basement into storage and joint use space.

This four-story building, constructed in 1909 and extended in the mid-1930's, contains 128,275 gross square feet and 79,200 occupiable square feet. The proposed changes will provide modern, efficient office space, preserve the classic building design, and curb the deterioraton of building components.

Wisconsin, Milwaukee, Federal Building-Courthouse $308,000

The Federal Building and U.S. Courthouse, which is on the National Register of Historic Places, was constructed in 1899 and is a five-story granite structure over a full basement. In 1932, a 7-story brick extension with a basement and subbasement was added to the south side. In 1940, two more stories were added to the extension to match the previously constructed addition. The building has a gross area of 480,960 square feet and net occupiable area of 253,251 square feet.

The proposed repair alteration work for this building includes upgrading the heating, ventilating, and air-conditioning systems; installation of a new master key system; and replacement of deteriorated water piping. All existing windows in the 1932 and 1940 extensions and on the first floor of the original building will be replaced with maintenance-free double-glazed windows. A smoke removal system and sprinklers will be installed; and the standpipe system will be upgraded.

Section 4(d) authorizes $866,000,000 for fiscal year 1986 for the rental of building space. This amount is divided into two categories: (1) $18,998,000 for succeeding lease agreements to replace expired leases for the same amount of space and (2) $847,002,000 for lease payments to be made during fiscal year 1986, including increases in operating costs and taxes, for building space leased prior to that year.

Section 4(e) authorizes $709,678,000 for fiscal year 1986 for real property-operations. This category includes cleaning, routine maintenance, utilities, and protection in Government-owned buildings and some or all of these costs in leased buildings as specified in the lease agreements.

Section 4(f) authorizes $55,481,000 in fiscal year 1986 for program direction. This function encompasses the overall management and administration of the programs of the Public Buildings Service, including preparation of annual and long-range plans and the storage, retrieval, and analysis of information on the GSA building inventory.

Section 4(g) authorizes appropriations for fiscal year 1986 of $135,100,000 for payment of principal, interest, taxes and any other required obligations related to facilities acquired pursuant to both the Public Building Purchase Contract Act of 1954 (40 U.S.C. 356) and the Public Building Amendments of 1972 (40 U.S.C. 6020). This amount is fixed by previous contractual commitments of the Gov-

ernment that extend for some time into the future. The acts cited above enable GSA to enter into long-term borrowing arrangements in the private lending markets—in a few cases, through the Federal Financing Bank—to permit construction of a backlog of public building projects that had been approved but unfunded when the laws were enacted. Under these purchase contracts, the Government makes regular payments on the loans and title to the building passes to the Government at the end of the long-term payment periods.

SECTION 5

Section 5(a) provides that funds appropriated under section 4(a) and 4(b) for construction, renovation, repair, or alteration are to remain available for obligation and expenditure without regard to fiscal year limitations, provided that an appropriation for such projects is received during the same year they are authorized and covers their total estimated costs. That is, funds appropriated for the total cost of construction do not expire at the end of the fiscal year for which they are appropriated but remain available until fully expended.

Section 5(b) gives recognition to the procedure by which the design and the construction phases of new construction and repair and alteration projects are treated as separate budget activities. Funds for design are included in the design and construction services budget activity section 4(c) of this legislation. If projects listed in section 4(a) and 4(b) receive appropriations for fiscal year 1986, commencing design for those projects using funds appropriated pursuant to section 4(c) shall constitute compliance with the provisions of section 5(a) regarding the availability of construction funds for such projects in future fiscal years.

SECTION 6

Section 6 provides authority for GSA to undertake emergency renovation, alteration, and repair projects or enter into emergency leases not previously authorized. Ten percent of the funds made available for renovations, repairs, and alterations under section 4(b) could be reprogrammed to emergency needs not anticipated when the Administrator submitted his annual program and budget request. Likewise, funds available under section 4(d) may be utilized for lease requirements which could not have been so anticipated. The Committee does not expect that funds would ever be reprogrammed from one subsection in order to meet the needs normally funded through the other subsection. For example, funds should not be reprogrammed from one subsection in order to meet the needs normally funded through the other subsection. For example, funds should not be reprogrammed from subsection (b) to undertake a lease. Nor should funds be reprogrammed from subsection (d) to renovate, alter, or repair buildings. On the other hand, any funds available within the various components of a subsection may be utilized to meet these respective needs.

The legislation requires that no funds may be obligated under section 6 until 30 days after the submission by the Administrator of an explanatory statement to the Committee on Environment and

Public Works of the Senate and the Committee on Public Works and Transportation of the House. The explanation should include a description and justification for the renovation, alteration, or repair or lease or alteration to leased space, as well as a statement of the reasons the project or lease cannot be deferred to the next succeeding fiscal year.

In the event that the Administrator believes the project or lease responds to such a critical emergency that it should not be deferred for 30 days, he may proceed prior to the lapse of the 30-day period. In such cases, his statement to the Committees should also include his justification for proceeding prior to the 30-day lapse in time.

HEARING

On March 14, 1985 the Committee held a hearing on the policies and the fiscal year 1986 program of the General Services Administration's Public Buildings Service. Testimony was received from Dwight Ink, Acting Administrator, General Services Administration; William F. Sullivan, Commissioner, Public Buildings Service; Charles S. Davis, Associate Administrator for Operations, General Services Administration; and Richard O. Haase, Vice President, the Holladay Corporation.

ROLLCALL VOTES

Section 7(b) of rule XXVI of the Standing Rules of the Senate and the rules of the Committee on Environment and Public Works requires that any rollcall votes be announced in reports accompanying legislation. During the Committee's consideration of this measure, no rollcall votes were taken. The bill was ordered reported by voice vote.

EVALUATION OF REGULATORY IMPACT

In paragraph with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the committee has evaluated the regulatory impact of the bill. In view of the fact that the bill primarily affects the internal operations of the Government, there are no new regulatory implications.

COST OF LEGISLATION

Section 403 of the Congressional Budget and Impoundment Control Act requires that a statement of the cost of the reported bill, prepared by the Congressional Budget Office, be included in the report. A copy of that statement follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 8, 1985.

Hon. ROBERT T. STAFFORD,
Chairman, Committee on Environment and Public Works, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate for S. 1030, the Public Buildings Authorization Act of 1985.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,

Sincerely,

RUDOLPH G. PENNER, *Director.*

CONGRESSIONAL BUDGET OFFICE—COST ESTIMATE

1. Bill number: S. 1030.

2. Bill title: Public Buildings Authorization Act of 1985.

3. Bill status: As ordered reported by the Senate Committee on Environment and Public Works, May 2, 1985.

4. Bill purpose: This bill authorizes the appropriation of $2,397 million in receipts of the Federal Buildings Fund to finance activities of the Public Buildings Service of the General Services Administration. The bill also makes certain changes in the funding procedures for some activities of the Public Buildings Service, to begin in fiscal year 1986.

5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1986	1987	1988	1989	1990
Authorization level	2,397				
Estimated outlays	1,921	302	174		

The costs of this bill fall within budget function 800.

Basis of Estimate: This estimate assumes that the amount authorized will be appropriated. Estimated outlays are based on historical spending patterns.

6. Estimated cost to State and local governments: None.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: James Hearn.

10. Estimate approved by: C. G. Nuckols. (For James L. Blum, Assistant Director for Budget Analysis).

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the committee reports that the bill makes no changes in existing law.

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